

Message Text

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ACTION SS-25

INFO OCT-01 ISO-00 SSO-00 NSCE-00 ACDE-00 /026 W
-----110952 281350Z /42

O 281324Z JUN 77
FM USMISSION NATO
TO SECSTATE WASHDC IMMEDIATE 4499
INFO USDEL MBFR VIENNA IMMEDIATE
AMEMBASSY BONN
USMISSION GENEVA
AMEMBASSY LONDON

S E C R E T SECTION 01 OF 02 NATO 06146

EXDIS

SECSTATE PLEASE PASS SECDEF

GENEVA FOR SEABED DEL - SLOSS

E.O.11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: THE NEW FRG DATA PROPOSAL

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SUMMARY: THIS MESSAGE PRESENTS OUR COMMENTS ON THE NEW FRG
DATA PROPOSAL. THE NEW FRG PROPOSAL IS A USEFUL STEP ON
THE PART OF THE FRG, SINCE IT CONSIDERABLY REDUCES THE NUM-
BER OF WESTERN PERSONNEL WHO WOULD NOT BE DISAGGREGATED BY
NATIONALITY. HOWEVER, IF THE WEST PRESENTS TO THE OTHER
SIDE THE BASIC FRG CONCEPT OF DISAGGREGATING BY NATIONALITY
EXCEPT FOR GROUND PERSONNEL IN INTERNATIONAL STAFFS, THERE
IS ALREADY A RISK OF EASTERN REJECTION, WITH THE WEST
ESTABLISHING A LINK BETWEEN THE DATA DISCUSSION AND ITS
NEGOTIATING POSITION. THUS, IF THE US DOES ACCEPT THE
BASIC FRG CONCEPT, WE BELIEVE THE US SHOULD TAKE A STRONG
LINE TO REMOVE THE ASSOCIATED OBJECTIONABLE FEATURES FROM
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THE FRG PROPOSAL, SUCH AS THE STEP BY STEP APPROACH AND
RELEASE TO THE AHG OF THE WESTERN POSITION REJECTING
NATIONAL REDUCTION COMMITMENTS. END SUMMARY.

1. THE ADEQUACY OF THE FRG PROPOSAL IS HEAVILY DEPENDENT
ON THE SIZE OF THE CATEGORY WHICH WOULD NOT BE DISAGGRE-
GATED BY NATIONALITY. THE MBFR STAFF GROUP IS DEVELOPING

MORE PRECISE FIGURES ON WESTERN PERSONNEL IN THIS CATEGORY, WHICH THEY HOPE WILL BE AVAILABLE BY JUNE 29. HOWEVER, OUR INITIAL ESTIMATES INDICATE THAT THIS FIGURE WILL REMAIN SIGNIFICANT, PERHAPS ON THE ORDER OF 8,000-9,000.

2. IN ANY EVENT, THERE IS NO WAY THE EAST COULD TELL FROM THE INITIAL WESTERN PRESENTATION PRECISELY HOW LARGE THIS NON-DISAGGREGATED FIGURE WOULD BE, AND IT WOULD BE DIFFICULT FOR THE WEST TO ARGUE THAT ITS PROPOSAL EMBRACED THE EASTERN PROPOSAL TO TABLE NATIONAL SUB-TOTALS AND CARRIED IT A STEP FURTHER. THE WEST WOULD AT THE SAME TIME BE REQUIRING THE WARSAW PACT TO DISAGGREGATE BY NATIONALITY ALMOST COMPLETELY. THIS IS BECAUSE, TO OUR KNOWLEDGE, THE NUMBER OF WARSAW PACT INTERNATIONAL STAFF PERSONNEL STATIONED IN THE NGA IS VIRTUALLY NIL; WARSAW PACT MILITARY JOINT STAFFS ARE CENTRALIZED IN MOSCOW.

3. WESTERN REFUSAL TO DISAGGREGATE FULLY BY NATIONALITY WILL SIGNAL TO THE EAST WESTERN RELUCTANCE TO TABLE NATIONAL SUB-TOTALS, AND WILL THUS CONFIRM WESTERN CONCERN THAT THE DATA DISCUSSION AFFECTS THE WESTERN SUBSTANTIVE POSITION. UNDER THE FRG CONCEPT, THE WEST COULD PRESUMABLY COMPENSATE FOR THIS DISADVANTAGE TO SOME EXTENT BY ARGUING THAT GROUND PERSONNEL IN INTERNATIONAL STAFFS PERFORM AN INTERNATIONAL, AND NOT A NATIONAL FUNCTION, AND SHOULD THEREFORE NOT BE DISAGGREGATED BY NATIONALITY. OF COURSE,

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ONE WAY THE EAST COULD REPLY TO THIS ARGUMENT IS BY ASKING WHY GROUND PERSONNEL PERFORMING AN INTERNATIONAL FUNCTION WAS NOT TREATED IN THE SAME WAY AS AIR PERSONNEL PERFORMING SUCH A FUNCTION.

4. THUS, IN OUR VIEW, IF THE WEST PRESENTS TO THE OTHER SIDE THE BASIC FRG CONCEPT OF DISAGGREGATING BY NATIONALITY EXCEPT FOR GROUND PERSONNEL IN INTERNATIONAL STAFFS, THERE IS ALREADY THE RISK THAT THE EAST WILL REJECT IT, AND THAT IN THE PROCESS THE WEST WILL HAVE ESTABLISHED A LINK BETWEEN THE DATA DISCUSSION AND ITS NEGOTIATING POSITION. THE RISK OF EASTERN REJECTION WOULD BE AUGMENTED CONSIDERABLY BY ADDITION TO THE BASIC FRG CONCEPT OF SUCH FEATURES AS THE STEP BY STEP APPROACH, UNDER WHICH THE EAST WOULD NOT GET THE "OTHER PERSONNEL" FIGURES UNTIL AN INDETERMINATE LATER STAGE, AND UNDER WHICH THERE COULD BE NO SIMULTANEOUS EXCHANGE OF GROUND AND AIR DATA. THE FRG INSISTENCE ON RELEASING TO THE AHG THE INTERNAL WESTERN POSITION REJECTING NATIONAL REDUCTION COMMITMENTS CREATES FURTHER DIFFICULTIES, AND THE FRG SEEMS PARTICULARLY FIRM ON THIS POINT. THE FRG MAY NOW WELL INSIST ON RELEASE OF THIS POSITION TO THE AHG AS THE PRICE OF THE FRG DISAGGREGATION PROPOSAL.

IF THE POSITION WERE RELEASED FOR USE WITH THE EAST ON AN
"IF NECESSARY" BASIS, IT IS CLEAR THAT THE FRG WOULD THEN
WORK WITHIN THE AHG FOR ITS EARLY USE WITH THE EAST.

5. IN SUM, WE BELIEVE THAT IF THE US CAN ACCEPT THE BASIC
FRG CONCEPT OF DISAGGREGATING BY NATIONALITY EXCEPT FOR
GROUND MANPOWER IN INTERNATIONAL STAFFS, IT WOULD BE
IMPORTANT TO TAKE A STRONG LINE TO REMOVE THE ASSOCIATED

NOTE BY OC/T: NOT PASSED SECDEF.

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OBJECTIONABLE FEATURES FROM THE FRG PROPOSAL, IF THE WEST-
ERN OFFER TO THE EAST ON CONTINUING THE DATA DISCUSSION IS
TO ADVANCE THE OVERALL WESTERN POSITION.

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